

Message Text

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ACTION EUR-25

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TO SECSTATE WASHDC 5906

INFO ALL CSCE CAPITALS 143

AMEMBASSY OSLO

USNMR SHAPE

USCINCEUR

USLO SACLANT NORFOLK VA

USDOCOSOUTH

CINCLANT

C O N F I D E N T I A L GENEVA 3180

VIENNA ALSO FOR MBFR DELEGATION

E.O. 11652: GDS

TAGS: PFOR, PARM

SUBJECT: CSCE: CONFIDENCE-BUILDING MEASURES (CBMS)

SUMMARY: SUBCOMMITTEE ON MILITARY SECURITY HAS STARTED
REVIEW OF DOCUMENT ON CBMS WITH DISCUSSION FOCUSING ON
DEFINITION OF MANEUVERS, CATEGORY OF FORCES TO BE IN-
CLUDED IN PRIOR NOTIFICATION AND THERESHOLD FOR NOTIFI-
CATION. REVIEW SO FAR HAS SHOWN LITTLE DISPOSITION ON
THE PART OF ANY OF THE PARTICIPANTS TO ABANDON POSITIONS
TAKEN DURING FIRST ROUND OF DRAFTING, SOVIETS IN PARTICULAR
HAVE CONTINUED TO MAINTAIN MINMALIST APPROACH TO CBMS.
END SUMMARY

1. CONSENSUS HAS DEVELOPED THAT IT IS PRACTICALLY IMPOS-
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SIBLE TO DEFINE A MANEUVER. ALLIES ARGUED AT LENGTH FOR

BROADEST INTERPRETATION WHILE SOVIET TOOK NARROWER APPROACH FAVORING SUCH EXPRESSIONS AS WAS ORGANIZED UNITS OR COMBAT-READY FORCES. ACCORDINGLY, SUBCOMMITTEE CONCLUDED INFORMALLY THAT THERE SHOULD BE NO DEFINITION. YUGOSLAVIA HAS SPECIAL PROBLEM AND INSISTS THAT MANEUVERS AT BRIGADE LEVEL OF THE PEOPLES HOMEGUARD BE EXCLUDED FROM PRIOR NOTIFICATION. YUGOSLAV DELEGATION MAINTAINS THAT SUCH ORGANIZATIONS ARE NOT MILITARY FORMATIONS. AN INTERPRETIVE STATEMENT IS TO BE SUBMITTED JUSTIFYING THIS EXCLUSION. ALLIES ARE DETERMINED THAT THIS SINGLE EXCLUSION NOT SERVE AS A BASIS FOR THE EAST BLOC TO AVOID PRIOR NOTIFICATION OF MANEUVERS OF PARA-MILITARY FORCES.

2. LINES WERE QUICKLY DRAWN ON THE QUESTION OF THE PRIOR NOTIFICATION OF INDEPENDENT AIR AND NAVAL MANEUVERS. UK, ITALY AND USSR MADE CLEAR THEIR OPPOSITION TO SUCH NOTIFICATION. NEUTRALS, LED BY YUGOSLAVIA AND SWEDEN, MADE CLEAR THAT THEY WOULD INSIST THAT PRIOR NOTIFICATION OF THE MANEUVERS OF ANY FORCES SINGLY OR TOGETHER BE PART OF THE FINAL AGREEMENT. OUR JUDGMENT NOW IS THAT UK FORMULATION OF "TROOPS TOGETHER WITH ANY POSSIBLE AIR OR NAVAL COMPONENTS" WILL BE LANGUAGE THAT IS FINALLY ADOPTED. SUCH A FORMULATION WILL BE CLEARLY UNDERSTOOD AS EXCLUDING THE PRIOR NOTIFICATION OF INDEPENDENT AIR AND NAVAL MANEUVERS. IN THIS REGARD, INSTRUCTIONS TO US DELEGATION ON THIS POINT ARE NOT PRECISE AND IMPLICATIONS OF UK FORMULATION SHOULD BE CLEARLY UNDERSTOOD.

3. SOVIETS OPENED DISCUSSION THRESHOLD BY TABLING NEW PROPOSAL CALLING FOR PRIOR NOTIFICATION AT "ARMY CORPS OR ARMY LEVEL, OR ITS EQUIVALENT IN SCALE FOR THOSE STATES IN WHOSE ARMED FORCES THERE ARE NO ARMY CORPS (ARMY) FORMATIONS." ALLIES EXPRESSED STRONG DISAPPROVAL AND ARGUED FOR NOTIFICATION AT DIVISION LEVEL OR AT A FIGURE OF TEN TO TWELVE THOUSAND TROOPS. SOVIETS COUNTERED BY PROPOSING ADDITIONAL SENTENCE TO THE EFFECT THAT PARTICIPATING STATES MAY ALSO NOTIFY AT THEIR OWN DISCRETION AND ON THE BASIS OF BILATERAL AGREEMENTS NEIGHBORING STATES OF SMALLER SCALE MILITARY MANEUVERS. SO FAR SOVIETS HAVE REFUSED TO DEFINE ARMY CORPS OR ARMY IN TERMS OF NUMBERS OF DIVISIONS

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OR NUMBER OF TROOPS; SAYING THAT THEIR CONCEPT IS ONE OF STRUCTURE, NOT NUMBER, AND THE TERM ARMY CORPS IS PERFECTLY CLEAR TO THEM AND OTHER STATES CAN DECIDE FOR THEMSELVES WHAT ITS EQUIVALENT WOULD BE. DISCUSSION ON THRESHOLD NOT CONCLUDED, BUT ALLIES WILL RESIST ANY PROPOSAL INVOLVING BILATERAL AGREEMENTS AT A LOWER THRESHOLD.

4. COMMENT: AT THE PRESENT RATE OF PROGRESS ON CBMS AND
THE OBVIOUS LACK OF FLEXIBILITY ON ALL SIDES, A THIRD
READING OF THE DOCUMENT IS INEVITABLE. END COMMENT.ABRAMS

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